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THE IMPACT AND EFFECTIVENESS OF GUIDANCE AND COUNSELLING PROGRAMMES IN LIBERIA

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by Bertha Baker Azango

Introduction

1. As a formal discipline, guidance and counselling seek to promote the optimal condition for learning - a sound mind, a sound body and a sound spirit. They are therefore supplements to the whole educational process.

2. A critical factor in evaluating any educational programme is an understanding of the socio-economic environment in which it exists and the constraints under which it operates. This paper will therefore first take a brief look at the present socio-economic situation in Liberia and the educational environment in which the guidance and counselling programme operates.

3. Liberia is a small country at the bulge on the West African Coast. It lies between the Republics of the Ivory Coast and Sierra Leone; to its west is the Republic of Guinea.

4. The population of Liberia is about two million and the average annual growth rate is said to be 3.3 per cent. This population is very youthful; about 65 per cent is below the age of 25 and about 91 per cent under 50. Those of school age, that is, between 5 and 29, make up 58 per cent of the population.

5. There is high migration of people from the rural to the urban areas, particularly the young and active labour force. About 30 per cent of the population lives in the urban areas, which registered an average annual growth rate of 7.9 per cent in 1979. (MPEA, 1980).

Economic Situation

6. Liberia has a dualistic economy where production technique, production and consumption patterns as well as income distribution differ considerably between the monetary and the traditional sectors. The monetary economy generates about 85 per cent of the GDP while 60 per cent of the total population lives in the traditional economy and produces predominantly for subsistence.

7. Considering its size, Liberia is favorably endowed with natural resources. The economic growth rate in the 1960s and until the early 1970s was moderately high. However, the late 1970s witnessed a weakening of the economic and financial positions. The decline in iron ore mining and rubber exports (the principal external trade commodities), in the wake of recession in the industrialized countries, had profound effect on the balance of trade, public finance, GDP and external debts. The civil uprising on April 14,1979 and the military coup d'tat on April 12,1980 also had serious repercussions on the ailing economy. In nominal terms, the economy registered a negative growth rate of 5.8 per cent and 5.0 per cent respectively in 1981 and 1982. In real terms the decline for the two years was 4.4 per cent and 6.2 per cent. The domestic oriented sector, which had over the four years preceding 1980 registered an impressive annual growth rate of 6.4 per cent, recorded a decline of 10.6 per cent in real terms in 1980.

particularly hard hit were manufacturing, construction and commercial activities.

8. As a result of the high population growth rate, it is estimated that during the years 1981 and 1982 the real income per person fell on an average of eight per cent annually. Consequently, it has been predicted that Liberia's capacity to generate internal revenue significantly for essential development programmes is very limited (World Bank, 1982).

The Social Milieu

9. The introduction of iron ore mining industry in Liberia in the mid-1950s followed by other industries in the 1960s and 1970s created a disequilibrium in the social pattern. As men from the rural areas were recruited or went on their own to work in these industries, the traditional village life of many rural people became disrupted from the loss of male family members. Also, as these male members transmitted money and/or goods bought in the industrial areas to their families in the villages, it generated a new appetite for consumer goods into the village life-style, and an awareness that alternatives to subsistence farming existed. According to Carter (1982), one community in the 1960s had as many as 48 per cent of its men absent. In consequence, there followed a mass exodus of women from the rural areas to the urban areas. Unlike the men, however, few of these women had the vigor or skill to obtain jobs in the formal sector. As they found their way to the capital city or to the concession sites, some became market women, others went into prostitution while others turned to petty thrivery.

10. Another problem which has been the outgrowth of the socio-economic change is the increase in juvenile delinquency, particularly in the cities. It is not uncommon to find gangs of youngsters loitering around cinemas, market-places and other public areas. The use of drugs and participation in gambling are on the increase. Along with the problem of juvenile crime, the number of male and female children classified as missing or officially regarded as unattached or in need of help rather than as delinquents or criminals is also alarmingly increasing.

11. The practice of "wardship" is prevalent in the Liberian society. Under this system, usually rural, illiterate parents who lack sufficient means to support all of their children, request persons in the urban areas to take their sons or daughters in their homes as wards. In return for the education, room, board and training provided such a child, he or she is expected to render domestic service. Some of these arrangements often work out to the mutual benefit of both the guardians and the wards, others do not. What is most unfortunate about it is that the parents of such children seldom come around to see how their children are faring, or to establish some rapport with the guardians and by so doing, to make the children feel wanted, loved and accepted. It is not uncommon, when there is a misunderstanding in the home, for the guardians to put the ward out regardless of his or her age, without support or protection; or for wards to run-away from home. As a result, it is such children who are most frequently found on the streets as vagrants, delinquents and petty criminals. Public and privately financed organizations which should provide help for these young people are very limited in number and capability.

The Education System

12. Structure : Education in Liberia is centralized under the Ministry of Education. All institutions below university level, whether public or private, operate under the control of the Minister of Education. Higher education is the responsibility of the respective institutions of higher learning but the Minister of Education serves as ex-officio member of their boards of trustees. This establishes and ensures a link between these institutions and the government.

13. Educational institutions are generally classified into four categories:

(a) public schools, those wholly supported by the government;

(b) mission schools, those operated by religious bodies;

(c) concession schools, those supported and run by large business establishments; and

(d) private schools, those operated by other individuals and groups.

Many mission and private schools receive subsidy from the government.

14. The present structure of education is what is known as the 6-3-3-4 system. The primary or elementary level has six treads or grades, the secondary level is sub-divided into two stages of three grades each - the junior high school (grades 7-9) and the senior high school grades 10-12). First degree programmes at the university level are usually of four-year duration but there are certain disciplines which run for longer periods, such as law, engineering and medicine.

15. Also part of the education system, but not reflected in the symbol 6-3-3-4 are:

(a) the pre-primary stage, which may be of one or two-year duration. There are two types of pre-primary programmes: Kindergarten, for the four and five year-olds, and pre-grade classes for children who come to school without a knowledge of English, which is the medium of instruction throughout the school system. The non-English-speaking pupils are generally placed in special classes until they acquire sufficient knowledge of the language to benefit from instruction in English.

(b) There are two-year and three-year post secondary school programmes. The teacher training institutes, the junior colleges and the technical colleges fall in this category.

(c) There is also the graduate ("aster's Degree_ programme recently established by the University of Liberia.

16. Curriculum: The elementary and junior high levels provide general and undifferentiated education. That is, all students take the same courses. A basic curriculum is prescribed by the Ministry of Education which all schools must follow, but individual schools are permitted to provide additional offerings for enrichment of the curriculum if they have the necessary resources. The senior high school, on the other hand, is diversified with two streams: the academic and the vocational/technical stream.

17. The academic stream is basically college preparatory. The vocational/technical stream has two types of programmes: in the comprehensive high school the basic requirements for university entry are met in additional to the acquisition of semi-skilled vocational training. Consequently, the curriculum provides for approximately 50 per cent theoretical and 50 per cent practical training. It is expected that graduates from this programme will enter the technical faculties at the teritary level or the labour market at the semi-skilled level. The second type of vocational/technical programme concentrates basically on the acquisition of marketable skills; consequently, the curriculum provides for a ratio of approximately 25 per cent theoretical and 75 per cent practical training. Graduates from this programme are expected to go directly into the labour market as skilled craftsmen.

18. Enrollment: In 1981 the elementary school level accounted for 51.2 per cent of pre-teritary enrollment, the junior high school for 11.3 per cent, the senior high school for 7.3 per cent and the remaining 30.2 per cent were at the pre-primary level. Although female students constituted 37.4 per cent of total enrollment, they have a higher attrition rate than male students. Female students represented 43 per cent of pre-primary enrollment, 39 per cent of elementary, 30 per cent of junior high school and 28 per cent of senior high school in 1981.

19. The average annual growth rate of secondary school enrollment is about 12 per cent. However, about 26 per cent of the age cohort attends the junior high school and 17 per cent attends the senior high school. Many students of secondary school age are enrolled in the elementary school because of late entry at school. As will be seen later, most rural parents send their children to the traditional school first or keep them at home to help with farming activities, which sometimes accounts for their late entry into the formal school system.

20. There are about 36 or more institutions in the country which offer training in vocational/technical education. According to a survey conducted in 1983, five of these institutions are public schools, 15 are out-of-school public institutions, 10 are private schools, three are mission schools and three are concession schools. (MPEA, 1983).

Financial Resources for Education

21. Despite increasing deficits of the Liberian economy, which averaged about five per cent between 1980 and 1982, the Ministry of Education's budget has remained fairly constant over the last five years both in terms of the allocation of funds and the proportion of the total government expenditure. In the 1983 Assessment of Liberia's Education and Training Sector (MPEA), it was estimated that the Ministry

of Education's budget would grow commensurate with the government revenue at an average annual rate of two per cent and, as a proportion of the government revenue, it would remain at a constant rate of 17.8 per cent. According to the World Bank Appraisal Report, however, Liberia's expenditure on education as a percentage of the total government expenditure was 19.6 per cent (World Bank, 1982). Compared with some other African countries, this is relatively low, i.e. the Ivory Coast 45 per cent, Benin 35 per cent and Togo 25.5 per cent. But there are other countries of comparable expenditure levels, i.e. Guinea 20 per cent, Zimbabwe 19.5 per cent, Kenya 18 per cent, Cameroon 16 per cent and Ghana 15.5 per cent. Such minimal per annual growth, despite the consolatory analogy, has and will continue to pose serious constraints on the Ministry of Education's ability to support viable programmes or to develop new essential ones. As will be shown later, the guidance and counselling programme has been a victim of this situation.

Guidance and Counselling in Liberia

Background

22. As a process of helping the individual to become more self-reliant and independent, guidance and counselling are a natural part of education and training. Viewed from this perspective, guidance has always been a function of the traditional education in Liberia, being provided in the cultural institutions - the Poro for boys and the Sande for girls - which prepared youth for adulthood. Originally children were placed in these institutions as boarders between the ages of four and nine and remained in training for three to seven years. Because many parents in the traditional society tended to withdraw or withhold their children from the formal school to attend the cultural schools, thus drastically reducing enrollment in the formal school, the Government has restricted the operation of the cultural institutions to only three months per year. This coincides with the long (summer) vacation of the formal school, December to February. Such a restriction has greatly undermined the prestige of the cultural institutions and rendered them more ceremonial in nature than functional.

23. In the cultural institutions the guidance programme is concerned with teaching youth survival skills - how to manage their immediate affairs: food production, domestic responsibilities, self-recognition, self-discipline and independence, vocational skill, among others. The extent to which these concepts are still imparted has to be determined, considering the abbreviated nature of the present programme.

24. Guidance and counselling in the formal school system began in 1956 under the leadership of Mrs. Bertha Baker Azango, then Director of Guidance and Testing in the Ministry of Public Instruction. The initial emphasis was on the development of a cumulative record system in six pilot schools - three elementary and three secondary. The second phase was the introduction of vocational guidance in 1959 at the junior high school level with five schools as a pilot project. Instructional materials were developed for both students and teachers and there was a high degree of interest among parents, students and school authorities for the programme. Both programmes were short-lived, however, because of financial difficulties and the lack of trained guidance and counselling personnel to provide the monitoring and supervision necessary for a new and innovative programme.

About 1960, during the transition of the Bloker Washington Institute from a vocational elementary school to a vocational technical high school under a special contract with the Prairie View Institute of the United States of America, a guidance and counselling unit was attached to the Institute. The principal concern of the unit, however, was the placement of students with business establishments for practical training and after graduation for employment.

26. When the Monrovia Consolidated School System (MCSS) was established in 1962, with assistance from the USAID, one of the initial steps was the training of various categories of staff, including for in guidance and counselling at the Master's Degree level. These counselors were assigned to the various junior and senior high schools in the system. At present all, except one, have left the MCSS. Nevertheless, two are still working in guidance and counselling under other agencies, thus they are not lost to the profession.

27. Career clinics are organized periodically by various social groups in collaboration with secondary schools and business establishments, particularly in the cities. The purpose of such programmes is to acquaint students with employment opportunities in the community and to provide business establishments a chance to identify potential applicants. The first guidance clinic was held in Monrovia in 1952 by the College Women's Club of Liberia.

28. The second stage in the development of guidance and counselling in Liberia was in 1977 when a unit was established in the Ministry of Education. Four demonstration pilot projects were organized in secondary schools in Monrovia. A significant breakthrough was made the following year under the leadership of Dr. Sophie Mends-Cole Smith, then Director of Student Personnel Services. She consolidated several existing divisions in the Ministry of Education and reorganized the Division of Student Personnel Services into four units: guidance services, student exchange services, physical education and culture and health services.

Current Guidance and Counselling Programmes:
Their Impact and Effectiveness

29. Guidance and counselling in the Liberia School System are provided at the secondary and university levels. Because of the plaucity of trained personnel, the programme is concentrated in a few schools.

The Secondary School Programme

30. (a) The Teacher-Advisor Programme : The perennial problem of trained personnel threatened the effectiveness of the new programme established by Dr. Sophie Mends-Cole Smith from its incipiency. Consequently, she decided that the initial task would be the training of a corps of workers. The local teacher training institutions at the time provided no training in guidance and counselling; only the W.V.S. Tubman Teachers College of the University of Liberia offered an introductory course in guidance to acquaint students with the concept of and need for guidance in the schools.

31. In 1979 Dr. Smith organized a guidance institute in collaboration with the W.V.S. Tubman Teachers College. The purpose of the institute was to train public school teachers in lots of 50 as para-professional guidance counsellors. They were to be equipped in basic guidance and counselling skills, referral information and classroom management. Upon returning to their respective schools, it was envisaged that these trainees would serve in the dual capacity of teachers and advisors. The complete course was offered in three phases of one month each during the long (summer) vacation. In other words, it ran three consecutive years.

32. At the end of the first training session in 1979, out of 50 participants, only 39 were recommended to proceed to the second phase. In 1980 only 27 of the 39 trainees returned for the second session of the course and in 1981 23 received certificates of achievement. Some of the trainees had gone for further studies, others had transferred to administrative positions and still others had left the teaching profession for greener pastures.

33. The second corps of teacher-advisor trainees began the course in 1981 and 1? completed in 1983. Because of financial difficulties to support both the training and supervisory phases of the project, it was suspended in 1983.

34. The Division of Student Personnel Services in the Ministry of Education also became hard hit as a result of the financial crisis. Dr. Sophie Mends-Cole (Smith) Williams and other senior officials who had instituted the programme have all left the Ministry. It has been only in the last few months that an acting director (a new person to the Ministry) was appointed. Consequently, it will take some time before another programme can be planned, justified and, if accepted, organized and implemented.

35. As far as the work of the 35 trained teacher-advisors is concerned, it would appear that direct contact between them and the Ministry of Education became weak, if not broken, after the first group completed the course in 1981. In our attempt to collect information for this paper, it was difficult to ascertain from the current or former staff of the Student Personnel Services Division where these teacher-advisors are, and what they are doing. Hence, a questionaire was sent to their last known addresses. Responses were received from only five of them. Of course, the irregularity of the mail service could be one reason for the few replies.

36. According to responses received, the experiences gained by the teacher-advisors in the guidance programme have been beneficial to them personally because it helped them to regulate their own lives and to handle their teaching duties with better understanding of their students. For example, one reported that because of his upbringing and ethnic background, he initially found it very distasteful to discuss sex problems. But the openness with which such topics were discussed during the training sessions made him more relax and objective in his thinking. Now he is able to help his students who have such problems by discussing freely with them. All of the teacher-advisors indicated that students who have social, emotional and academic problems are generally referred to them. Even disciplinary cases, where

others have failed or seem not to make progress, they are expected to come up with solutions to.

37. Some of the problems identified as common to students, particularly those in the rural areas are: conflict with illiterate relations, superstition, witchcraft, boy/girl relations, educational problems due to the lack of textbooks and other instructional materials, and limited recreational facilities. Teacher-advisors in the urban areas reported that their students had financial and educational problems also, but in addition there were problems of drug addiction, sexual pomiscuity and the influence of certain types of films shown at the cinema or on television.

38. In the performance of his duty, the teacher-advisor reported initial hostility from some colleagues and principals because of the innovative concepts and approaches he introduced. Some of them had difficulty getting the principals to reduce their teaching load so as to permit them to devote time to guidance and counselling services. Principals complained that because of the shortage of staff, they could not reduce the teaching load. Consequently, many of the teacher-advisors said they had to use the school recess time and during after school hours for guidance duties.

39. Follow-up records from the Division of Student Personnel Services in the Ministry of Education show that many of the teacher-advisors appreciated the programme. Their biggest complaint was that it did not provide sufficient career guidance which students and their parents wanted.

40. (b) Guidance in other Schools: Schools in the Monrovia Consolidated School System are the only public schools in which an organized guidance programme is found. At present there is only one trained counsellor in the system; and she is assigned to a junior high school with a student population of over 1,000. Until three years ago, this counsellor, Mrs. Edna Steady, also provided guidance and counselling services in Monrovia College, a mission secondary school. This dual experience enables her to make an objective comparison of students' problems in the public and private sectors.

41. According to several counsellors who have served in the school system, the problems faced by students in Liberia have changed over the years in both nature and priority. About a decade ago students' problems could be basically prioritized as 50 per cent financial, 40 per cent educational and 10 per cent social. Today there seems to be more social problems, many of which have financial implications as well as have influence on the academic performance of students. The rate of teenage pregnancy, drug trafficking and addiction, male and female prostitution and alcoholism has increased.

42. Because the public schools are tuition-free, they cater more to students from the lower-middle and low income families as well as migrants from the rural areas. Consequently, according to some counsellors, the number one problem facing students in the public secondary school today is financial. Many students do not have funds to purchase textbooks, school uniforms nor even to secure a good meal before coming to school. A large percentage of the students in the urban areas live on their own in rented rooms or with non-relations as wards. The latter group generally complain that their domestic responsibilities often leave them little or

no time for study, which account for their academic problems. Many also complain that there is poor rapport with their guardians.

43. Another set of problems identified by public school counsellors is health problems. As indicated earlier, most of these students have to struggle for a livelihood; consequently, many turn to such illegal activities as drug trafficking and prostitution. One counsellor lamented the number of venereal disease cases she had to refer to the hospital for treatment.

44. The private schools are relatively expensive, therefore they tend to draw their student population from the upper and middle socio-economic classes. Students in the lower classes may also attend, however, if they can obtain scholarship support.

45. The types of problems identified by counsellors as prevalent in the private schools, in order of magnitude are: educational, social and financial. Most of these students come from homes where both parents or guardians have jobs which take them away from home for most of the day. Consequently, the children are left without supervision or control. They do not develop proper study habits, which results in their poor academic performance. It is not uncommon to hear radio announcements in recent years of mass demotion in or expulsion from private schools because of poor academic work. Other social problems of youth in an urban society: boy/girl relation, teenage pregnancy, drug abuse, alcoholism, etc., are also evident in the private school, but to a lower degree than they are in the public schools.

The University Guidance and Counselling Programme

46. There are two universities in Liberia: the University of Liberia, which is a state owned and operated institution; and Cuttington University College, a church-related institution. The University of Liberia has an enrollment of about 3,600 and Cuttington University College approximately 1,100 students.

47. Guidance and counselling in the University of Liberia are provided at two levels: (1) by faculty advisors, and (2) by a professional counsellor in the Student Affairs Office. The faculty advisors are responsible for the educational guidance of students while the professional counsellor handles other types of problems, such as personal, social, emotional, financial, etc.

48. Each student who enters the University of Liberia is assigned to a faculty member in the college in which he is registered as his academic advisor. It is the duty of the faculty advisor to help him choose the appropriate courses which will ensure that he meet the requirements for graduation without difficulty. He assists the student adjust his course load to correspond to his capabilities and performance level, or advises him to change a selected area of concentration as early as possible in which he may show definite weakness to another for which there are indications of possible success. In order to provide such specialized guidance, it is expected that academic advisors will know and understand their students very well, and undertake constant assessment of their programme.

49. The purpose of the academic advisement programme is to minimize probation and failure among students which often result in their suspension, expulsion or dropout from school.

50. The Office of Student Affairs of the University of Liberia is responsible for providing financial grants to students in the form of scholarship awards and loans. It also handles student housing, health services, guidance and counselling services: it coordinates the feeding programme and supervises students organizations. The Guidance and Counselling Unit in this office organizes orientation programmes for freshmen and other incoming students and arranges for individual counselling of all students during the course of the school year.

51. At Cuttington University College the system of academic advisement is similar to that at the University of Liberia. There is an Office of Student Services, but unlike that at the University of Liberia, it does not have a guidance and counselling unit. The specific function of the Office of Student Services is to coordinate the extra-curriculum activities of the institution including student organizations.

52. The location of the two institutions of higher learning partly explains the difference in arrangement and emphasis of their guidance and counselling services. The University of Liberia is located in the center of urban Monrovia: thus, while it provides limited dormitory facilities for migrant students, the bulk of its student population are commuters. On the other hand, Cuttington University College is located in the rural areas, hence, more than 90 per cent of its students are boarders. In each of the dormitories at Cuttington there is an adult counsellor assisted by student counsellors. These para-professionals handle the non-academic problems of students and make referrals when necessary. There is a medical center near the College and a priest lives on the campus.

55. There are three factors which determine the nature and contribute to the intensity of student problems at the University of Liberia, compared with those at Cuttington University College:

1. As a state institution, the University draws its student body from a cross section of the population, while Cuttington, as a private and church-related institution, is more selective in its choice of students.

2. Because the University is in the capital city, it is influenced by all the maladies and complexities of urban life - crime, unemployment, the cinema, etc. Cuttington, on the other hand, as a rural-based institution, is partly insulated against these problems.

3. The student fees charged by the University are very low because the government absorbs the greater percentage of the running cost of the institution. Consequently, a large proportion of its student population is from the lower and middle level income families, many of whom are graduates of rural secondary schools. Cuttington, on the other hand, is very expensive and beyond the reach of the average Liberian family.

54. Against this backdrop, the types of problems reflected by students at the University of Liberia are quite similar to those of students in the public secondary schools. The most frequently reported problems are financial in nature, followed by social problems. While the most serious problems of students at Cuttington University College are academic.

55. An interesting aspect of the University of Liberia's guidance and counselling programme is the informal counselling of faculty members. The guidance counsellor indicated that many of her colleagues come to the guidance unit for what they term "a casual chart," but what it very often turns out to be is to discuss their personal problems. Most of the problems, she indicated, are either domestic or financial in nature. Often they are issues she can hardly advise them on, which they know; but it seems they are chiefly interested in having somewone to listen to their complaints, a sympathetic ear.

Out-of-School Guidance Programme

56. In 1972 the Ministry of Labour, Youth and Sports established a vocational training programme for out-of-school youth. There was great concern in the community about the alarming rate of youth unemployment and vagrancy in Monrovia. Consequently, the aim of the programme, which was called "Youth-on-the-Job Training Programme", was to recruit 500 young people annually and place them with industrial establishment for training. The programme started with four trade areas: electricity, carpentry/joinery, mechanics, and misonry/general construction. It was a joint venture in which the business establishments were to provide a minimal monthly stipend of $40.00 to each trainee and afford him the opportunity to learn all phases of the teade. Upon completion of the course, which was of 18 months duration the Ministry of Labour, Youth and Sports was to award the trainee a certificate of achievement. Between 1972 and 1980 a total of 1,221 youth were trained under this programme and about 75 per cent found employment. (Interim Eval. Report, 1981).

57. After the 1980 coup d'tat in Liberia many industrial establishments either closed down or reduced the level of their operation. Consequently, youth access to training through this programme was greatly reduced. The programme is still in operation, but it has been considerably streamlined. Instead of 500 trainees, the target has been reduced to 200 annually. Fewer industries are able or willing to pay the stipends of the trainees or even to take time off from production for training.

58. There is a full-time guidance counsellor attached to the Youth-on-the-Job Training Programme. He is responsible for the orientation of recruits, providing aptitude and achievement tests to determine their capabilities, and helping students with whatever adjustment problems they might have. Originally, the programme was designed to give participants only vocational training; but because it catered to school dropouts as well as school leavers, no level of formal education was imposed as prerequisite for entry. It was soon discovered that many of the applicants had very serious deficiencies in reading and mathematics to benefit from the level of vocational training required by the industries. Consequently, basic instruction in these skills had to be included in the orientation programme.

59. There are several other vocational training programmes in Liberia but this was the only one with an organized guidance and counselling programme and a trained counsellor attached to it identified in the urgent survey undertaken for this report.

Conclusion and Recommendations

60. Although the concept of guidance was introduced into the Liberian Education System nearly three decades ago, it has not yet taken sufficient root to germinate into a viable programme. The paucity of qualified personnel and the limited resource base from which they had to operate have affected the development and implementation of efficiently conceived programmes. On the other hand, the number and complexity of student problems are on the increase and calls for speedy solutions.

61. Despite the urgent need for guidance and counselling in the school system, there are national constraints outside the control of the Ministry of Education which continue to affect the rapidity with which the programme can be revitalized. Significant among such constraints are the budgetary allocation to the education sector and the lack of adequate incentives to attract and retain qualified personnel.

62. Any plan to initiate a national guidance and counselling programme in Liberia in the future will have to lay a solid foundation based on information, training and finance. Towards this end, it is recommended that:

1. The Ministry of Education and the institutions of higher learning include guidance and counselling as part of the curriculum of all teacher training programmes. The aim should be, not only to introduce prospective teachers to the need for guidance, but to train teachers to provide para-professional services to students.

2. An informational strategy for the public should be designed and systematically executed. The information could be provided at two levels: (a) through radio programmes, and (b) by means of conferences, seminars and workshops organized for parents and guardians, principals and other school authorities, and officials of agencies involved with youth.

3. An annual training programme should be held during the long vacation for in-service teachers, similar to the teacher-advisor programme instituted by Dr. Sophie Mends-Cole Smith. The purpose of this programme should be to give teachers already in the classroom basic skills in guidance and counselling which will enable them to help their students.

4. The guidance programme should be developed in stages. At the secondary level career guidance should be given high priority in addition to problem solving, particularly problems in areas identified as most prevalent in the community.

64. Only by means of an all-out, concerted assault, simultaneously launched, can the guidance and counselling programme make a serious impact on the Liberian Society.

Annex A. Enrollment in Liberian Education by Level and Type of School and Sex 1981

Level	Public		Mission		Other*		Total	
	Total	Girls	Total	Girls	Total	Girls	Total	Girls
Pre-primary	60,459	25,978	12,915	5,932	18,020	7,742	91,994	39,652
Elementary	104,229	36,541	26,700	11,776	24,237	8,958	155,166	57,275
Junior High	21,683	5,580	8,803	3,551	3,879	1,282	34,365	10,413
Senior High	13,157	2,869	6,457	2,493	2,629	813	22,243	6,175
Total	199,528	70,968	54,875	23,752	48,765	18,795	303,168	113,515

*Others include Concession Schools

Source: Ministry of Education, Annual Report, 1981

Annex B. Projected Growth of Education Budget 1/ 1980 - 1990 (in $ Million)

	1980/81	1981/82	1982/83	1984	1985	1986	1987	1988	1989	1990
Expenditure	42.5	52.3	55.3	52.5	44.1	45.0	45.9	46.8	47.8	48.7
% of Gov. Budg.	11.9	13.2	15.3	16.8	17.8	17.8	17.8	17.8	17.8	17.9

1/ Liberia's fiscal year begins July 1, thus the first three years indicated are actual expenditure, the others are estimates.

Source: Douglas Windham, "Economic Constraints and Opportunities for change in Liberia's Education and Training Policy," 1984

Annex C. STUDENTS' DESCRIPTION OF THEIR PRIMARY PROBLEM AREAS BY TYPE OF SCHOOL AND SEX

Per Cent of Students (N-893

Areas	Public School	Non-Public School	Male	Female	Total
Finance	34	15	20	13	25
Education	21	21	16	24	21
Career	20	13	19	9	17
Family	7	14	7	14	10
Health	7	5	4	8	6z
Personal	2	11	5	7	6
Religious	2	6	4	4	4
Girl/Boy	2	4	2	4	3
Social	1	3	2	2	2
Political	-	2	1	1	1
Other	4	6	10	14	5

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